Is There Really a Shortage of Teachers?

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tion. If suddenly you define any college graduate as a potential teacher, then you have a large new pool of teachers."

Because there are not good measures of what makes a "quality teacher," people tend to use proxies like certification and the misassignment of teachers to subjects other than those in which they are trained.

The N.E.A., for instance, has found that 17 percent of teachers say they spend some of their working hours teaching out of their major fields. About 8 percent say they are not fully certified for the subjects they teach, or have been hired under emergency certificates.

"We tie this information to the teacher-shortage problem," said Mr. Carroll, "because it indicates that districts do this because they can't find anybody else—they can't find fully qualified teachers."

But others claim those figures are misleading. Teachers get misassigned for a variety of reasons that may not reflect actual shortages, they say. For example, districts with a small high-school population may find it financially impossible to hire a physics teacher to teach one class, and therefore assign a chemistry teacher to do it. Even if physics teachers were theoretically available to fill that slot, they would not be hired.

A survey of school administrators by the Center for Education Statistics found that "out of field" teaching accounted for only 3.5 percent of all instructional time in the nation's schools. But that does not necessarily contradict the N.E.A. finding, according to the report's author, who said the two figures are not comparable.

The same survey, however, asserted that 96 percent of teachers were fully certified to teach in their "principal field of assignment" under their state's certification laws—a finding that led the author to conclude that there was no national teacher shortage, except in isolated fields.

Markets and Behavior

What all models of teacher supply and demand fail to account for—whether they are considering members of the reserve pool or the larger pool of college graduates—are "market forces" and how employment decisions are affected by the incentives and disincentives of teaching.

Henry Levin, a professor of education at Stanford University, said that "historically, the market really has been effective" in balancing out problems of supply and demand. And he predicted that the way the market works "is going to cause a lot of the gap to close."

"If it's going to be a crisis, it's going to be a mini-crisis rather than a major crisis," he said. "Most of the people doing the analyses don't really put much weight on economic factors. They're not economists."

Already, he noted, "we are seeing natural market forces come into play. The only question is whether the shortage will be so large—so many people retiring in a given year—that it won't work itself out for a number of years."

Mr. Barro agreed. "There's a tendency among people who talk about shortages to have an overly static view of the situation, as if teachers and prospective teachers didn't respond to changing circumstances."

"I've argued not to try to count the supply of potential teachers right this minute," he said, "but instead to ask how many people would make themselves available to teach if circumstances changed in the future to make teaching more attractive. The models really don't allow for any adjustment mechanisms to work."

They cannot, for example, predict how a 10 percent salary increase or a drop in certification requirements would affect people's decision to enter the profession.

"I think it's only recently that we've had some real economic studies of teacher supply, which try to look at the factors that influence individuals to think about being teachers, or applying to be teachers," Mr. Barro said. "It's a difficult technical problem, and there hasn't been much support for work of this kind."

According to the Academy report, "warnings of impending teacher shortages that take no account of various market-adjustment mechanisms are unrealistic and misleading."

Most current projections, it suggests, "consist of little more than plausible extrapolations of current conditions or historical trends."

The report recommended that substantial work be done both to improve indicators of teacher quality and to advance researchers' understanding of how market forces affect teachers' behavior.

However, readily usable projections may be years away. "Given the absence of well-established supply-and-demand models in other educational fields," it states, "the probability of developing good models for teacher labor markets may be low."

However, said Mr. Barro, even with the currently rough state projections, some states should be able to tell whether they have a short-term problem.

Mr. Prowda of Connecticut said that "the question is how far you want to fine-tune the market with policy decisions."

"The models aren't there to handle it exactly," he said, "but we can get a red flag in front of my commissioner soon enough, so we can start some policy initiatives. If we take into account all the information that's there, put our heads together in some cooperative programs, we can regulate the market sufficiently."

But, Mr. Barro added, "I don't know what I'd do if I were in a state where things were at the margin and it was a relatively close call," about whether a teacher shortage was coming.

"I'm glad I don't have that role to carry out."

> ***"There are 16,000 different situations, and no two are alike. This is why you get such different perceptions."***
>
> *— Dorothy M. Gilford, National Academy of Sciences*

In the Shadow of Disney World, A High School for Tomorrow

Continued from Page 1

international-studies program that combines classes in foreign languages, literature, economics, and contemporary affairs.

While the school's enrollment will be drawn entirely from the rapidly growing suburbs southwest of Orlando, the student body will be ethnically diverse, according to Bill Spoone, Dr. Phillips High's first principal. Slightly more than 60 percent of the school's students will be white, 34 percent will be black and 4 percent Hispanic, he said.

Orange County school officials point to the new high school as an example of what can be achieved with creative design and the effective use of community resources. Despite its many special features, they say, construction costs were not significantly higher than those of other, more conventional schools.

"We think we have built something that will excite the students and give them a great deal of pride in their school," says Bob Gallardo, the district's director of planning and construction. "But it's not that the materials are so unusual, it's the way they have been put together and the concepts involved."

Award-Winning Design

The key to building a better school is flexibility, explains Fred Rohrdanz, one of a team of architects and urban planners who pooled their talents to create the school's award-winning design.

Mr. Rohrdanz's company, Pierce, Dorsey, and Rohrdanz, and a collaborating firm, Catalyst Architects, were recently honored for their work on the Dr. Phillips school by the Committee on Architecture for Education, a branch of the American Institute of Architects.

Architects from around the country toured the school last week when the A.I.A. held its national convention in Orlando.

"We wanted to design a school that could grow with time and change as the technology changed," says Mr. Rohrdanz. "We tried to incorporate that into the design wherever we could."

To assist that effort, he adds, the design team took advantage of the tremendous number of technical experts working and living in the Orlando area, such as Disney World's famed staff of professional futurists, or "imagineers."

"We knew that within a 40-mile radius we could find some of the most creative minds in the country," Mr. Rohrdanz recalls. "So we went to them and said: 'What kind of technological changes can we expect to see in the next 10 or 15 years that we should take into account in planning the school's facilities?' "

According to district officials, a total of eight corporations and government agencies contributed to the project by providing consulting services and allowing the design team and school staff members to tour their own facilities.

Disney World, with its extensive groundskeeping and food-service operations, helped plan the school's horticultural and culinary-arts facilities. Sea World, an Orlando-based aquatic theme park, assisted with the marine laboratory. A nearby General Electric plant suggested ideas for the robotics lab.

The design team sought advice from the National Aeronautics and Space Administration on the school's communications and computer support systems, according to Mr. Rohrdanz.

"We tried to share with them some of the lessons we've learned from our own facilities," says Raymond Corey, director of educational programs at NASA's Kennedy Space Center.

Next fall, the $34-million Dr. Phillips High School will begin serving about 2,000 students.

"We pointed out the areas where we are running into some trouble trying to update things because so many of our needs were not anticipated," Mr. Corey explains. "We gave them some recommendations for saving money in the long run when they need to add something."

And the immediate costs of such improvements can be surprisingly small, according to Mr. Rohrdanz. While the design team was able to incorporate a number of suggestions into the final design, he says, the added expense totaled only $50,000.

Striking Symbol

The most striking symbol of the innovations that have gone into the school's design is the soaring, three-story-high fixed canopy that covers the large mall-like park at the center of the campus, an area the school's designers have dubbed "the commons."

The campus's seven buildings radiate outward from that central core, with classrooms arranged in three great squares, or "pods," around interior courtyards.

Enrollment growth, like technological change, is assumed by the school's design. Each pod is laid out in such a way that an additional two-story annex can be added to one wing, eliminating the need for portable classrooms.

The commons, protected from the semi-tropical Florida sun by the shade of the giant canopy, provides the focal point for the "educational city" envisioned by the architectural team.

Just as the canopy connects the buildings that make up the campus, the concept of a self-contained community of teachers and students ties together the various components of the school's design.

The auditorium, the library, and the music and art studios will constitute a cultural center. The cafeteria and the administrative offices will be the school's business district, while the classrooms will be its neighborhoods. "A school is more than just a collection of buildings," says Mr. Rohrdanz, one of the campus's architects. "It's not something static. We wanted to take into account the fact that both cities and schools share a lot of common social functions."

In some ways, this design concept echoes the instructional ideas that have led educators at other schools to create elaborate "micro-societies," in which students develop and run their own political and economic institutions, often as integral parts of the academic curricula.

At this point, however, Orange County school officials have not gone that far in their plans for Dr. Phillips. They say, however, that such academic experiments could have a place in the school's future.

"The school is built around the model of a city, so that sort of thing certainly could emerge as we go," says James Schott, the district's superintendent.

In the meantime, Mr. Schott and other officials, including the school's new principal, are rushing to prepare for a grand opening, now less than two months away.

"It's an exciting time," said Mr. Schott. "It's a rare opportunity to be able to create something like this."

North Carolina's School of Science and Mathematics, with its corporate-sponsored laboratories, has served as a model for several other states.

Choice in the States

	Post-Secondary Option	Second-Chance Option	Residential High School	Magnet-School Development	Alternative School Development	Inter-District Transfer	Other Choice Options
Alabama			X				
Alaska			X				
Arizona	X[1]					X[1]	X: Tuitioning
Arkansas			C[5]			X[1]	
California		FX[3]			X	X[3]	F: tuition tax credit
Colorado		X[3]					
Connecticut					X		
Delaware							
Florida	X						
Georgia							
Hawaii	X				X	X[3]	
Idaho							
Illinois			X				
Indiana							
Iowa					X	X[3]	A: Tuition tax credit
Kansas							
Kentucky							
Louisiana			X				
Maine	F				X[1]		
Maryland			A[5]	X			
Massachusetts				X[5]	X[5]	X[5]	F: Tuition tax credit
Michigan							X: Regional magnets
Minnesota	X	A	A		X	A[1]F[2]	X: Tuition tax credit
Mississippi			A[5]				
Missouri				X[5]		X[5]	
Montana							
Nebraska							
Nevada							
New Hampshire							
New Jersey			A[5]				
New Mexico						X[1]	
New York			A[5]	X	X		
North Carolina			X				
North Dakota							
Ohio							
Oklahoma							
Oregon		X[3]					
Pennsylvania							
Rhode Island							
South Carolina			A[5]				
South Dakota							X: Tuitioning
Tennessee							
Texas			A[5]				
Utah	A						
Vermont		F				X[1]	X: Tuitioning
Virginia							X: Regional magnets
Washington		X[3]			X	X[1]	
West Virginia							
Wisconsin				X		X[5]	
Wyoming							

SOURCES: National Governors' Association, Jan Nathan, State Departments of Education, and Governors' Offices.

[1] With local school-board approval.
[2] Day-care option.
[3] Approved educational clinics only.
[4] With state school-board approval.
[5] Funded for planning only.
[6] For racial and ethnic desegregation.
[7] Pilot program only.
[8] Under court order.
[9] No state funding.

CODE:
X = Policy was in place before 1987.
A = Policy was adopted this year.
F = Policy considered this year, but failed.
P = Policy under consideration, pending.

Categories:
Post-secondary Option—permits some high-school students to take courses for high-school credit at community colleges or other post-secondary institutions.
Second-Chance Option—permits certain categories of "at risk" students to attend a program of their choice in another school or school district.
Residential High School—permits a small number of students to attend a statewide high school with enriched learning opportunities.
Magnet-School Development—Funds the development of magnet schools as [illegible] tool in local school districts.
Alternative School Development—Funds or encourages the development of [illegible] alternative approaches to learning.
Inter-District Transfer—permits students to attend schools in district other than their own.

State Actions

Lawmakers Stepping Up Efforts To Expand Options for Students

Two years ago, when Gov. Rudy Perpich of Minnesota proposed an "access to excellence" plan that included open enrollment in public schools, the idea, he says, "was not warmly received" by education groups.

"One state senator who sponsored the legislation," the Governor recalls, "said it was a little like trying to rearrange a cemetery."

But two parts of the plan survived that year: a program letting high-school juniors and seniors take college courses for precollegiate credit, and a planning study for a statewide residential high school for the arts.

Construction funds for the new arts school were only approved this year. But the postsecondary option has been so successful, Mr. Perpich says, that now he believes the battle over parental choice in Minnesota "is almost over."

Legislative leaders who "turned white" over choice two years ago, the Governor says, are now supporting a wide range of educational alternatives. This year, in fact, they passed three bills covering other suggestions in his excellence plan, including a voluntary open-enrollment option.

Says Ruth Randall, the state commissioner of education: "I'd say the legislature has given philosophical and psychological approval to the idea of open enrollment."

Such a turnabout is remarkable, according to other sources in the state, given the deep fears and suspicions the legislative package had aroused.

Opponents charged that cross-district transfer options were being offered as a substitute for state commitment to improving school quality across the board. And they fought the postsecondary option on the grounds that it would lead to a mass exodus of talented youths from the high schools, and take money from precollegiate programs to pay for college tuitions.

Neither of the concerns about the postsecondary option has proved to be a serious problem, according to a report on the program released by the state education department this year. The study represents the most comprehensive assessment of the impact of any of the various state-level choice programs. And its results could not have pleased Commissioner Randall and the Governor more.

What it shows, they say, is a program that has, at a relatively modest cost, given students a new option for enrichment—and high schools a source of healthy competition.

While other educators still raise objections to the plan, Phillip L. Tenney, executive director of the Minnesota Association of Secondary School Principals, agrees with the main theme of the state assessment: "We support it because we think it is good for the kids."

State Actions Target Specific Groups

In 1985, Minnesota was virtually alone among the states in proposing the use of choice as a tool for reform. But the pace of legislative activity in the area has quickened considerably since Mr. Perpich made his proposals.

Last summer, the National Governors' Association, in its reform agenda, *Time for Results*, called on states to "expand opportunities for students by adopting legislation permitting families to select from among kindergarten to 12th-grade public schools in the state."

And lawmakers in more than a dozen states this year have responded, considering bills that would give parents the option of enrolling their children in schools outside the district where they live. So far, however, only five such measures have become law, three in Minnesota, one in Iowa, and one in Utah.

As debates over the issue in several legislative committees have made clear, lawmakers remain hesitant about intruding into an area traditionally reserved for local boards of education—the setting of student transfer policies.

They are also wary of possible funding implications of such plans. The N.G.A. and others have recommended that both state and locally generated tax funds follow a student to the new school he enrolls in. But district officials who stand to lose tax revenues under such a scheme have successfully opposed it.

As a consequence, all existing state choice plans—and most of this year's proposals—are limited to specific and easily defined groups of students, those whose educational needs either cannot or are not being met by local school districts.

One of the most popular proposals—debated this year in at least six states, and approved in Minnesota—is the creation of statewide high schools offering intensive learning opportunities for students gifted in certain areas, such as science or the arts.

Next in popularity have been so-called "second chance" programs geared to potential dropouts and "at risk" students. Minnesota passed a bill in this session that allows students who are not succeeding in their present schools to transfer to any public school in the state. Vermont legislators considered a similar measure but failed to pass it.

A variation on this "second chance" option already exists in several states. The program in Colorado, adopted in 1985, gives students who have dropped out of high school the chance to enroll in state-approved "educational clinics," operated either by school districts or other public or private agencies.

The "educational clinics" model has also been used to create programs in Washington State, Oregon, and California. But a more extensive second-chance proposal, based on school outcomes rather than student outcomes, has failed to make it out of committee in the past two sessions of the California Assembly.

Using tax credits to extend choice was also debated in several legislatures this year. Iowa adopted a measure giving the parents of private-school students the right to deduct a portion of their educational expenses from their taxable income. Minnesota had been the only state that allowed such a deduction, but bills similar to the Iowa law are pending in Massachusetts and California.

Breaking New Ground in California

The initiatives on choice introduced in California this year have included sever-

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al that break new ground.

One, for example, would have required that districts create alternative school programs when requested to do so by a group of parents representing at least 30 children. Districts would have been exempted under the plan only if officials could certify that creating the option would be too costly or would violate the district's educational philosophy.

The original bill was later amended to require only that districts hold a formal hearing at which the parents could express their views. Members of the California Assembly's education committee requested the amendment because of concerns that the law might be considered a state mandate, thus obligating the state to pick up the tab for costs incurred under it.

The Assembly's education and ways-and-means committees have approved the bill, however, and it is expected to be considered by the full Assembly this summer.

Another bill, which is not scheduled to be taken up until next year, would grant students who attend schools that have ranked in the bottom quartile on state performance indicators for three consecutive years the right to transfer to any other school in the state—taking their state funding with them.

"Only by allowing parents to have more options for their children will we see any improvement overall in scholastic achievement," says Marian W. LaFollette, the assemblyman who has authored most of the legislation on choice introduced in California.

A former teacher, Ms. LaFollette says she believes having a statewide policy on choice will provide the needed impetus to ensure that other educational reforms are adopted and applied.

"If parents determine that the reforms aren't being properly implemented in their schools, they will have the choice to move to schools that are implementing them with real enthusiasm," she explains.

Otherwise, Ms. LaFollette says, "it doesn't make any difference what the parents feel are the problems, because the school board doesn't respond and the administration doesn't respond, particularly in large urban school districts."

In January, a California choice option aimed at easing the day-care burden of working parents went into effect, after receiving legislative approval last year. It allows parents to enroll their children in the district they work in, rather than the one they live in. Minnesota lawmakers tabled a similar proposal this year, despite strong support for the measure from the state's parent-teacher association and newspaper editorials.

Voluntary Open Enrollment

Minnesota's new voluntary open-enrollment plan gained passage this year by skirting some of the more contentious features of the Governor's original proposal.

For example, the bill does not force districts to participate. Thus, it represents, according to Willard K. Baker, executive director of the Minnesota School Boards Association, "a reiteration of authority we thought we had anyways."

For Commissioner Randall, however, the new law provides an opportunity to lobby districts for wider participation in this and other choice plans. Almost 20 districts, she says, have already agreed to adopt open-enrollment policies.

But members of the school-boards association have opposed the idea, Mr. Baker says, because they "would like to have all of the programs strengthened, and all of the school districts strengthened, rather than use open enrollment as the substitute for that kind of commitment to quality."

"Many of us would look at open enrollment a lot more openly," he adds, "if we were sure the choices would be made for strictly educational reasons. But it could involve moves for athletic reasons or for differences in personality."

"There are a lot of extenuating circumstances that might lead students to make choices that may or may not be related to the quality of education."

Ms. Randall counters that the use of open enrollment for other than academic reasons would be, in her view, "relatively small."

"But my basic argument is that we prize extracurricular participation very much in Minnesota," she adds, "so, if that's a reason for moving, then that should be acceptable."

State officials in Ohio, Rhode Island, and Utah have indicated that they, too, are contemplating the development of statewide choice plans that respond to the N.G.A. recommendations.

In states that have already debated such proposals, officials in rural districts have often been the most vocal opponents. Losing even a small portion of their school-finance base, they say, could force them to cut back on course offerings.

To address this problem, the N.G.A. recommended that "school districts enrolling fewer than 2,000 students should be permitted to count for purposes of state reimbursement the net number of students transferring to other districts for the first two years of the program."

Minnesota's Governor and state education commissioner say, however, that choice will increase the efficiency of even the smallest districts by promoting collaboration between schools.

"The argument that we should just put more money in, so that every district can offer every program might be desirable," Ms. Randall says, "but it's not very possible. There's simply not the resources."

Minnesota has 435 school districts, she notes, the smallest of which has only 88 students. Smaller districts cannot realistically offer all of the programs that students may want, she maintains.

"Here's where we talk about becoming creative and innovative and flexible," the state commissioner says.

To offer their students an array of programs, she says, smaller districts "will have to look for some way that they can pair with another district, or share with another district, or make use of technology" or employ any of the other incentives the state has devised to encourage interdistrict cooperation.

Assessing the Postsecondary Option

Some of the state schools chief's arguments are supported by the recent report detailing how the postsecondary option has affected education in Minnesota.

Although other states allow high-school students to graduate early in order to enroll in college, only Minnesota and Hawaii are known to have adopted formal programs whereby the state assumes the cost of all higher-education courses taken by high-school students for credit.

For the past two years, Arizona has permitted high-school students to enroll in community-college courses, and Florida enacted a similar initiative in 1977. This year, they were joined by Utah, which is seeking through such a program to reduce overcrowding.

In Minnesota's program, however, the

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Curriculum and Choice

Themed Programs Give Educators Opportunity To Break the Mold

In a reform era wedded to the basics, schools of choice have been asked to do the near-miraculous: Meet an increasingly prescriptive set of state requirements, while offering programs that break the educational mold.

And to a great extent they have done so, serving the system as on-site laboratories for innovation in coursework and teaching methods.

Such experiments, says Lillian Barna, superintendent of the Albuquerque, N.M., schools, can help keep the movement toward standardized excellence from "decimating the programs that keep kids in school."

Adds New York City Schools Chancellor Nathan Quinones: "People like some differentiation. They don't want to be placed into a common vat and homogenized."

Across the country, schools of choice are providing that kind of distinctiveness through an almost endless variety of themed programs and learning strategies:

- The City as School in Lowell, Mass., operates as a "city in miniature," teaching students basic skills as they operate simulated banks and industries and run a would-be city government.
- The Dade County, Fla., Academy of Travel and Tourism, located near Miami International Airport and scheduled to open this fall, will offer students preparation for careers in a number of travel-related businesses.
- The East New York High School of Transit Technology teaches students in the nation's largest city the fundamentals of mass transportation.
- In Detroit, opening ceremonies were held last month for a new high school focusing on African-American culture. Its location will give students daily access to the city's African-American museum.
- And Atlanta's Archer High School instituted a retail magnet program this year with support from such business concerns as J.C. Penney, Sears, Roebuck & Company, Neiman-Marcus, and the Georgia Retail Association.

The energy such diversity brings to the enterprise of learning is what has attracted some of the choice movement's strongest advocates.

"The closer we come to designing programs that match the needs and interests of students, the more likely we are to have young people feeling involved and interested and better prepared," says Charlotte Frank, director of the division of curriculum and instruction in New York City.

Her district's diversified high-school programs, she says, "have been enormously successful" in raising attendance rates and student performance, as well as teacher morale and effectiveness.

Maintaining a Core of Basics

But like educators in other districts with choice, New York City's alternative-program planners must place their distinctive aspects in the context of rigid core-curriculum requirements. To graduate, students there must complete 13½ credits in specified areas.

As is typically the case, New York's schools of choice use the required five and a half credits in electives to offer curriculum enhancements in specific fields. These are bolstered by additional programs, such as career-related internships or minicourses taught by outside professionals.

"There's a bedrock educational program that all students should encounter if they're going to have a crack at the jobs and the culture," says Bill Honig, superintendent of public instruction in California. "If we're going to keep this democracy going, there are some standards of performance that everybody's going to have to meet."

But, taking that as a given, the California schools chief says, "there's something to be gained from giving the people in the schools the responsibility for packaging" the core curriculum in their own way.

"The very exercise of doing that devel-

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Magnet Themes by School Level

	Elementary		Middle/Junior		Senior		Total	
Theme	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Basic Skills	46	21	6	15	2	3	54	17
Fundamental	25	12	5	13	1	1	31	10
Bilingual or Language	24	11	4	10	2	3	30	9
Montessori/Individualized Learning	32	15	4	10	0	0	36	11
Vocational or Career	2	1	1	3	8	12	11	3
Arts	29	13	6	15	11	16	46	14
Sciences (and Mathematics)	22	10	4	10	6	9	32	10
Humanities or Social Sciences	4	2	3	8	10	15	17	5
Health Careers or Science	2	1	1	3	7	10	10	3
Academic	25	12	2	5	8	12	35	11
Communications	0	0	1	3	3	5	4	1
Business	0	0	0	0	3	5	3	1
Computer	0	0	0	0	1	2	1	.3
Other	5	42	2	17	5	8	12	4
Total	216	62	39	14	67	24	322	100

SOURCE: U.S. Education Department

These magnet-school themes were identified as the most popular nationwide by James Lowry and Associates and Abt Associates Inc. in their landmark study of magnet programs in 1982.

WORCESTER PUBLIC SCHOOLS

Students in Worcester, Mass., participate in a health-science program affiliated with the University of Massachusetts.

Magnet-School Survey Of Worcester, Mass., Parents

Rankings of 1st choices of kinds of schools:	Percent of Total	Percent of Majority	Percent of Minority
Fundamental = 2,111 — Concentrates on teaching students the basic skills of reading, writing, arithmetic, and responsibility. The school emphasizes discipline and order. Parents and teachers work together to guarantee that the school has high academic standards and that all students are working at grade level or above.	40	43	27
Continuous Progress = 1,790 — Encourages students to progress through a carefully defined curriculum at their own best rate of speed. A child will be able to advance as fast as possible in each subject area and may be working at different grade levels in different subjects. The curriculum will stress language arts and mathematics.	34	35	29
Developmental = 425 — Emphasizes the intellectual, social, physical, and emotional development of children. As students participate in activities which help them learn about objects, ideas, other children, and adults, they will learn how to teach themselves and work independently in specifically designed learning centers.	8	8	11
Montessori = 424 — Provides an educational environment that fits each stage of a student's intellectual and physical development. Students select their work with guidance from their teacher and use special, self-correcting learning materials to develop skill in in language, mathematics, practical-life, and sensorial activities. The curriculum is based on the idea that children are naturally curious, want to learn, and like to work on things which interest them.	8	8	9
Microsociety = 257 — Provides a program designed to help students learn how society works. Students will not only learn about all aspects of the city in which they live, but will set up and run their own society in school, including banks, business corporations, a system of government, a newspaper and publishing house, an art gallery, and a theatre company. Students will learn that the basic skills are useful and can be used to run their in-school society as well as the world outside.	5	5	6
Rankings of 1st choices of themes of schools:			
Science and Technology — Emphasizes the methods of scientific inquiry, experimentation, and reasoning. The curriculum would include special projects in such disciplines as biology, botany astronomy, mathematics, and such modern technology as computers and data processing equipment.	29	30	27
Gifted and Talented — Provides students with the opportunity to develop their special talents and do advanced work in both academic subjects and in practical areas such as carpentry, computers, electricity, and mechanical skills.	29	32	18
Fine Arts — Will provide students with an opportunity to develop their artistic skills both as artists and as observers of the arts. The traditional language-arts skills of reading and writing will be incorporated in to the study and practice of acting, painting, music, sculpture, dance, and other activities selected by parents for their children.	16	15	17
Physical Health — Emphasizes the health sciences and the effect that society and the environment have on each other. Students will work on projects that combine the physical and social sciences and learn how the interaction can have both positive and negative effects on the way we live.	12	11	13
Multi-Cultural — Would provide students of all racial and ethnic backgrounds with the opportunity to learn the languages and learn about the different cultures that make up the modern world.	4	3	6

SOURCE: Institute for Responsive Education

Parent committees drew up this list of magnet-school themes and instructional programs after visiting models in other districts. The school committee then surveyed parents to decide which options to offer.

Alternative Schools Offer Lab To Test Material and Strategies

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ops the spirit of the effective schools you're looking for," he says.

More important than the thematic aspects of that "packaging," others note, may be the variety of instructional approaches available. Schools of choice have become the public-sector testing grounds for nontraditional teaching methods.

Many districts, including Houston, Buffalo, and Prince George's County, Md., have created magnet schools that use the Italian educator Maria Montessori's "discovery-learning" method of instruction, based on a child's natural curiosity. Teachers in such schools must be certified not only by the state, but also by the Montessori organization, based in San Francisco.

Another popular curricular model is the International Baccalaureate, a writing-based curriculum developed by an international group of educators and monitored by a parent organization based in Geneva, Switzerland.

And for parents who prefer a "back to basics" approach, an intensified, "no frills" version of the traditional school has become the most popular option offered in many districts.

Mary Anne Raywid, a leading researcher in the field and a professor of education at Hofstra University in New York, calls such diversification among schools "a strong plus" in an era of changing demographics.

"I'm convinced," she says, "that the way we have tried to operate schools in this century, by centralizing and standardizing them in modules, is simply not going to work in the future."

Varying Instructional Patterns

But Ms. Raywid and other experts note that, unfortunately, the experimentation occurring in schools of choice has so far been much more common in curriculum offerings than in teaching styles.

"Most of the innovation in magnets has been curricular," the researcher says. "To a disappointing extent, the method of instruction is fairly similar in all types of schools."

That assessment is shared by Gordon Cawelti, executive director of the Association for Supervision and Curriculum Development. "There's been more curriculum concentration and specialization than changes in teaching methods," he says. This is particularly true, he adds, at the high-school level.

The teaching variations adopted have largely been based on models that are already familiar to parents through private education, Mr. Cawelti notes.

"There is clearly a market for programs that have been the forte of private schools," he says, "but the market is limited."

But, particularly at the elementary-school level, the A.S.C.D. director adds, there is "a large proportion of parents who want a standard quality education as close to home as possible."

If the adoption of alternative programs by the public schools "is helping them compete with private education," he says, "then it is a desirable trend."

What would not be desirable, says Mario Fantini, dean of the school of education at the University of Massachusetts, would be the elimination of the traditional comprehensive school under a system of choice. It should be given the same status as other options a district offers, he says.

Comprehensive schools offer an education well suited to the needs of many students, Mr. Fantini maintains. "But no one pattern could meet everyone's needs."

The ideal choice plan, he says, would be a "community-based system with many options, devised by educators working in a team to make sure the best learning method is available to every type of student."

Matching Need to Program

Making sure that needs and resources match programs adds another layer of complexity to the task that alternative-school planners face.

Evans Clinchy, senior field associate for the Institute for Responsive Education, a nonprofit research and advocacy group in Boston, recommends that districts conduct a comprehensive informational campaign, then survey parents to find the types of magnets they want.

Mr. Clinchy has developed, in his work as a consultant, a model districts can use to prepare parents to participate in a system of choice.

Worcester, Mass., for example, used his model in the early 1980's, when it launched an extensive campaign to assess community needs for a proposed system of magnet schools. Committees of parents there visited magnets in other Massachusetts districts and in locations nationwide, before devising a preference list of five types of teaching formats and five thematic curricular variations.

When the list was circulated as part of a survey of parents in 1982, 38 percent of the district parents responded. And the school committee heeded their advice. *(See chart on this page.)*

"By involving the parents in the planning process," says Mr. Clinchy, "the district ensured that, when the new programs were opened, there would be parents waiting to enroll their children."

Worcester continues to poll parents before developing new programs. And now the number responding is often remarkable. Eighty percent returned completed questionnaires for the latest survey, conducted last year.

'People Buying Into the Potential'

Another development model, composed of elements taken from more than a dozen districts nationwide, was put together early in the decade as part of a federally funded study of magnet schools. *(See chart on pages C6 and C7.)*

Ms. Frank of New York City has her own list of recommendations: "You start with a philosophy, find out what is needed and what is available to implement it, then make it replicable, and then follow up and make sure it meets all the appropriate standards."

Her boss, Mr. Quinones, stresses the need to involve as many different groups as possible, including teachers, supervisory personnel, parents, and business and political leaders.

"Such a broad array of individuals doesn't make it easy," he says, "but if they have a sense of excitement about what that school is, you already have a first step."

Continued on Following Page

An instructor at the Alabama School of Fine Arts conducts a dance class at the statewide school in Birmingham (below). Among the plays staged by the school recently was "A Midsummer Night's Dream" (left).

ALABAMA SCHOOL OF FINE ARTS

Student artwork from a class at the Alabama School of Fine Arts includes a "mixed media" piece by Cathy Brown (left), a mixed-media drawing by Arthur White (above), and a charcoal drawing by Hallie Walker. The three artists are all 11th graders and worked from live models.

ALABAMA SCHOOL OF FINE ARTS

Continued from Preceding Page

The schools chancellor's current strategy is to close schools that perform poorly and redesign them as schools of choice.

"What we want," he says, "is people buying into the potential for success at that school. We want them to say, 'Look, here's a brand-new school being launched; yes, what occurred here before was lousy, but now it's a new beginning.' "

For districts using schools of choice as a desegregation tool, there are additional considerations when designing a program, most notably the problem of determining whether the format chosen will attract the right racial mixture.

According to officials in several districts, low-income and minority parents have tended to choose programs with more traditional emphases, such as back-to-basics coursework. Middle- and upper-class white parents are more likely to choose such "progressive" options as the schools-without-walls and continous-progress learning models.

Opposing Currents

But regardless of how carefully planners structure their alternative offerings to the needs and wishes of the community, they may have difficulty maintaining the distinctive nature of their school of choice.

"One of the challenges," says Ms. Raywid, "is to maintain the flexibility necessary to innovation. If schools of choice become entrenched in institutional rigidity, they have fallen prey to what they were started to counteract."

A variety of pressures—from financial retrenchment to community disenchantment—can push diversity back toward conformity, other researchers warn.

Mr. Fantini of the University of Massachusetts speaks of "the weight of standardization, testing, certification, and licensing." Historically, he says, such centralizing forces have "forced out a lot of these options."

Yet, that is the countervailing reform direction that schools of choice have had to contend with for most of this decade.

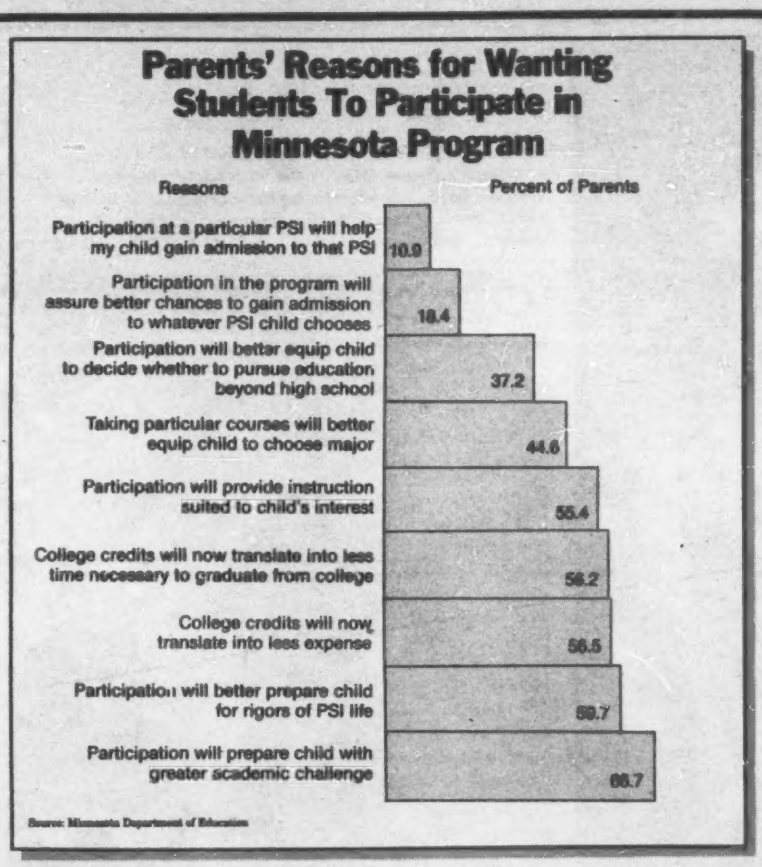
The New York State Regents' Action Plan, that state's major reform initiative, is, in Mr. Quinones words, "reducing the number of electives that high schools are able to offer."

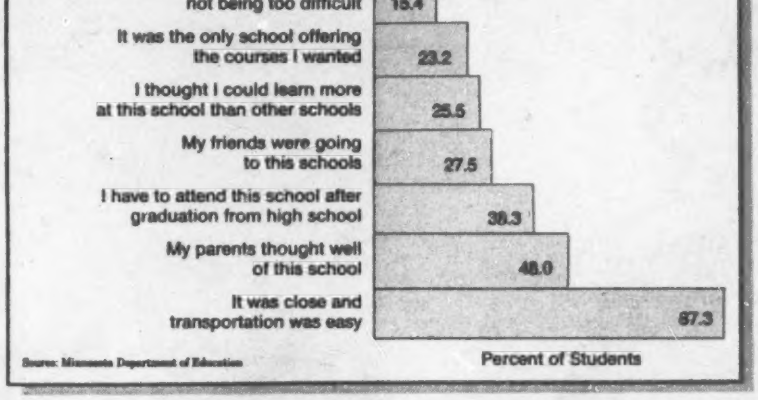
"Essentially, it's an extension of the time requirements for courses," he says of the plan. "But seat time really doesn't tell you anything. If three years of math is lousy, then four years of math is going to be lousier."

"I would propose that we look much more at student outcomes."

In the end, U.S. Secretary of Education William J. Bennett says, "not much strikes you as different between a good magnet and an otherwise good school.

"Magnet and choice," he says, "are just another way of trying to make a school good. If it succeeds, it's like a good neighborhood school. People are there because they want to be." ■


Parents' Reasons for Wanting Students To Participate in Minnesota Program
Reasons
Percent of Parents
Participation at a particular PSI will help my child gain admission to that PSI
10.9
Participation in the program will assure better chances to gain admission to whatever PSI child chooses
18.4
Participation will better equip child to decide whether to pursue education beyond high school
37.2
Taking particular courses will better equip child to choose major
44.6
Participation will provide instruction suited to child's interest
55.4
College credits will now translate into less time necessary to graduate from college
56.2
College credits will now translate into less expense
56.5
Participation will better prepare child for rigors of PSI life
59.7
Participation will prepare child with greater academic challenge
66.7
Source: Minnesota Department of Education


Students' Reasons for Choosing A Particular Postsecondary Institution
The school has a reputation for not being too difficult
15.4
It was the only school offering the courses I wanted
23.2
I thought I could learn more at this school than other schools
25.5
My friends were going to this schools
27.5
I have to attend this school after graduation from high school
38.3
My parents thought well of this school
48.0
It was close and transportation was easy
67.3
Source: Minnesota Department of Education
Percent of Students

More and More States Viewing Choice as School-Reform Tool

Continued from Page C19

only cost to participants is transportation to and from the college and university they attend. Its goal, state officials say, is to allow students to take courses not offered in their local districts.

Last year, in its first year of operation, the program attracted 3,668 students—1.7 percent of the state's eligible 11th graders and 4.7 percent of its 12th graders. And, according to the report, a majority of the students, parents, high schools, and postsecondary institutions involved expressed satisfaction with the program.

Ninety-five percent of 1,000 student participants surveyed said they were either satisfied or very satisfied with the program, and 90 percent said they had learned more by participating than they would have taking only high-school courses.

Only 1 percent of the students indicated they were very dissatisfied with the program.

One indication of the need for such a program, state officals note, is the finding that 6 percent of those participating had previously dropped out of the public schools.

More than 60 percent of the parents in the survey said that participating in the program had improved their child's enthusiasm for learning, willingness to study, self confidence, and sense of responsibility. Only 4.8 percent of the parents said they believed the program should be discontinued.

The only group that apparently does not give the plan a majority approval rating, in fact, is public-school teachers. Only 49 percent of the principals questioned said their teachers supported the plan.

Despite the generally favorable picture that emerges from the state assessment, however, several difficulties in implementation are cited.

The problem most frequently identified by all participants was the coordination of class schedules between secondary and postsecondary institutions. In addition, officials at both the high schools and colleges involved said that counseling services for the students should be improved.

The report also notes that Native Americans, who represent 1.3 percent of all Minnesota high-school students, constitute only 0.2 percent of those taking advantage of the postsecondary option.

Each of these issues, Ms. Randall says, "is on our list of things to be fixed." She notes that the state legislature has already passed several amendments to the program.

The report also notes that transportation—a problem area cited by opponents of most statewide choice plans—did not pose a major problem for most participants. But it says that some students may have been precluded from participating because they lived so far from an eligible postsecondary institution.

No 'Mass Exodus'

While virtually every education association in Minnesota has endorsed the concept of giving greater curricular choice in the schools, only principals have thrown their support behind the postsecondary-enrollment option.

"I think a lot of principals thought it was going to be a mass exodus," says Mr. Tenney of the secondary-school principals' group, "but that didn't happen."

If anything, he says, the program has made high schools "take a good look at themselves," which he says has been a "positive" exercise.

Robert E. Alstrup, president of the Minnesota Education Association, agrees. The program "never did have a really big impact," he says, and it is likely draw fewer students from public schools in the future, because of a bill passed by the legislature this year giving districts incentives for developing cooperative programs.

"Our big concern was that talented students were leaving the high schools," Mr. Alstrup says. "Talented students are a very, very important resource to a school, because they provide leadership and a pool of talent."

But many school officials still object to the transfer of participating students' state-aid payments to the postsecondary institution. And some, such as Mr. Baker of the Minnesota School Boards Association, indicate that the loss of funds will

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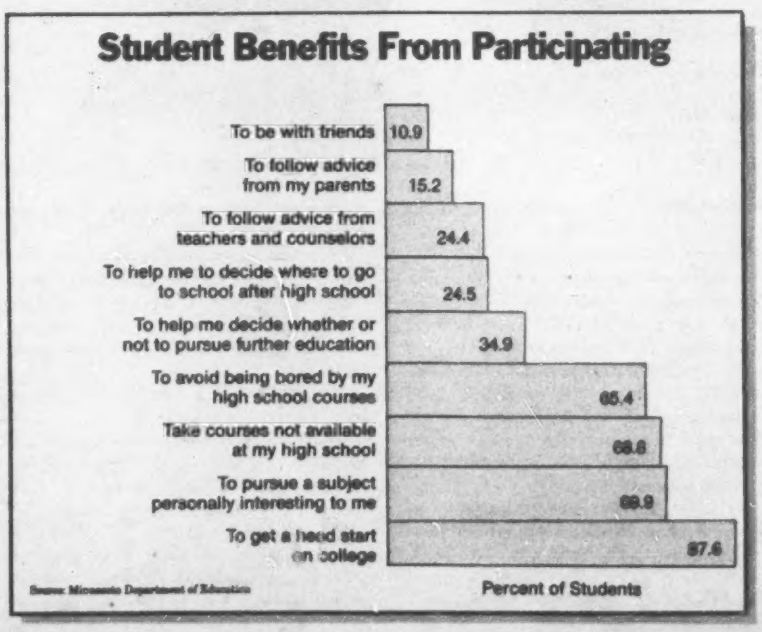
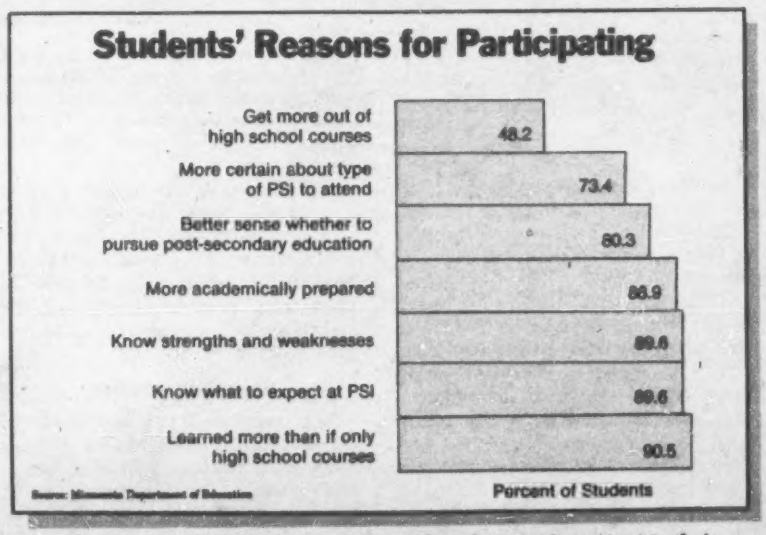

Student Benefits From Participating
To be with friends
10.9
To follow advice from my parents
15.2
To follow advice from teachers and counselors
24.4
To help me to decide where to go to school after high school
24.5
To help me decide whether or not to pursue further education
34.9
To avoid being bored by my high school courses
65.4
Take courses not available at my high school
68.8
To pursue a subject personally interesting to me
69.9
To get a head start on college
87.6
Source: Minnesota Department of Education
Percent of Students



These factors were identified by parents and students as important to their decision to participate in Minnesota's Postsecondary Options Program, which allows students to gain high-school credit for college work.

Students take advantage of state-of-the-art equipment at the Louisiana School for Math, Science, and the Arts. The school, like others in a growing number of states, provides gifted students with an alternative to their high schools' offerings: a specialty residential school with intensified learning experiences, and contact with professionals and community resources in the field in which they excel.

LOUISIANA SCHOOL FOR MATH, SCIENCE AND THE ARTS

Continued from Preceding Page

preclude schools from effectively competing for students.

"We're having a very difficult time financing our basic programs," Mr. Baker says. "When we're looking at possible cutbacks in programs we've had going on for years, it's difficult for us to start talking about new programs, whether it be arts or postsecondary enrollment or open-enrollment options."

The state's assessment of the postsecondary program found that the average revenue loss for participating districts during the 1985-86 school year was $7,771, or about 0.1 percent of total district revenues that year.

But some larger districts, Mr. Baker notes, lost funding equivalent to several teachers' salaries. And in some smaller districts, he says, the lost funds represented a proportion of their total budget that was not easily replaced.

Planning Uncertainties

Perhaps even more important, the school-boards' official asserts, are the planning uncertainties created by the option.

"It is very difficult to do any kind of planning, whether it be long range or not," he says, "without knowing what your enrollment situation might be, what your budget might be, and what your staffing needs might be."

But while Governor Perpich and Commissioner Randall acknowledge such drawbacks, they say that the greater long-term efficiency gained through choice will be precisely what the state needs in an era of fiscal austerity. Nationally, they note, Minnesota has dropped from 5th to 17th in per-pupil education spending over the past five years.

To gain the benefits of choice while lessening its impact, they urge school officials to develop creative answers to the planning question, as community colleges and other postsecondary institutions in the state have done when faced with enrollment uncertainties.

GOV. RUDY PERPICH

The Battle Over Choice 'Is Almost Over'

"Some of it is how we've looked at planning," Ms. Randall says. "If we have to know exactly what resources we have, and that's the only way we can plan, then it's a problem."

"But, if we can be flexible," she says, "and we learn to adjust as other organizations have had to adjust, then it should not be a problem."

Since the postsecondary-option program's inception, the Governor says, "you can see the pressure on the districts for more foreign languages, and more arts and math and computers, right across the board."

"What happened was that a lot of districts put in Advanced Placement courses," Ms. Randall notes. "They figured out some way that the courses could be taught in the high school, so that students wouldn't have to leave, and they could still get college credit."

This kind of competition for students, she contends, is just what the schools need to keep improving, "now that we are in much tighter times financially."

"The big thing to me about the concept of choice," Ms. Randall says, "is that it broadens all of the electives for all of the students, without building a new building, without adding a single teacher, without adding a bus route, without spending additional money."

Statewide Residential Schools

For an increasing number of states, however, building buildings and spending additional money is the right formula for ensuring a pool of talented high-school graduates for business, technology, and the arts.

They are providing—or are planning to provide—gifted students with an alternative to their high schools' offerings: a residential specialty school with state-of-the-art equipment, intensified learning experiences, and contact with professionals and community resources in the field in which they excel.

The newest of these schools, the Illinois Mathematics and Science Academy, in Aurora, opened its doors to 210 of the state's most academically talented students last fall.

Like the five other such schools in operation, Illinois's resembles a specialized private academy, except for one important difference: It is free to students, because it is publicly funded.

"I think it's one of the major trends in education," says James R. Nelson, executive director of the Alabama School of Fine Arts, the second-oldest statewide school for the gifted, which adopted a full academic curriculum in 1974.

The Alabama school's graduates are highly regarded in the professional arts world, he says, with many from its dance program, for example, going on to the American Ballet Theatre.

RUTH RANDALL

Minnesota Commissioner Of Education

"We're proving that if you give kids what they like to do, they'll do it."

But in most cases, he and others note, such schools also have a second mission—to provide advanced training for teachers throughout the state and conduct summer courses for students not admitted to the two- or three-year full-time programs.

Although many states have long operated residential schools for handicapped students, such as the deaf, North Carolina has led the way in the creation of residential high schools for the gifted, establishing the first statewide school for the arts in 1965 and the first statewide school for science and mathematics in 1980.

Continued on Page C24

Officials See Long-Term Return In Creating Programs for Gifted

Continued from Page C23

The brochure of the Louisiana School for Math, Science, and the Arts, founded in 1982, gives what could be the rationale behind all such ventures: "to produce our future leaders."

And in an era of increased economic competition—and greater acceptance of choice as an educational tool—that idea seems to be gaining momentum. In this year's legislative sessions, the following actions were taken:

- The Minnesota legislature approved the issuance of $4.2 million in bonds to establish a statewide high school specializing in the arts.
- Maryland, Mississippi, New Jersey, New York, and South Carolina appropriated funds to plan similar schools.
- The Texas legislature voted to allow colleges and universities to use their own funds to establish residential academies for gifted high-school students.

Other states, including Michigan and Virginia, are establishing regional high schools to provide specialized learning environments to students in any school district within commuting distance.

Virginia's four regional magnet schools for science and technology, says S. John Davis, state school superintendent, allow the state to offer programs "that just could not be made available in local comprehensive high schools."

In fact, says Charles Eilber, director of North Carolina's science and math school, having the freedom to offer opportunities rare to public education has made his job "the culmination of a lot of my professional expectations."

One of the school's main advantages for students, says James Youngblood, its principal, is that they "come here with elevated expectations."

"One might say there's a certain amount of self-fulfilling prophecy in that," he says.

Both Mr. Eilber and Mr. Youngblood emphasize that the North Carolina specialty schools also benefit from their affiliation with the state's university system, which frees them from regulations in such areas as teacher credentials and compensation, textbook selection, and the school calendar.

"That kind of flexibility has been essential to us," Mr. Eilber says.

Return on Investment

The annual cost to the state of educating a student at the North Carolina science and math school is more than $10,000—nearly four times the state's average per-pupil expenditure for high schools.

But officials defend the disparity, noting not only the added cost of residential schools, but, more importantly, the long-term financial return to the state of challenging its brightest students.

They are less successful, however, in countering a second widespread criticism: that such schools drain regular high-school classrooms of their student leadership.

The most frequent counter-argument is that the specialty schools can rapidly disseminate to other schools useful information about teaching methods and practices. More than 4,000 teachers from public schools in North Carolina, for example, have participated in training sessions conducted by the science and math academy since 1980.

It is the impact this choice alternative has on individual students, however, that proponents cite most often.

According to a partially completed survey of the North Carolina School for Science and Math's class of 1982, its first graduates, almost all have completed four-year college degrees, or were enrolled in a five-year postgraduate program. And 80 percent of them majored in mathematics, science, or engineering. ■

CHICAGO PUBLIC SCHOOLS

About 10 percent of the 495 schools in Chicago are schools of choice. Under the district's "options for knowledge" program, students who attend any of the alternative schools, as well as their parents and teachers, sign a contract pledging their commitment to the program.

Guides to Research, Policies, Practices

The following guides to research, policies, and practices have been published within the past year and are available to those seeking further information:

- Parent Choice: A Digest of the Research ($9)
- Planning for Parent Choice: A Guide to Parent Surveys and Parent Involvement in Planning for Parent and Professional Choice in the Public Schools ($6)
- A Consumer's Guide to Schools of Choice: Program Descriptions and Models for Parents and Other Educators ($12)

Order from:
Publications Department
Institute for Responsive Education
605 Commonwealth Ave.
Boston, Mass. 02215

- The Handbook of Choice Proposals and Legislation ($5)

Order from:
The Clearinghouse on Educational Choice
1611 North Kent St., Suite 805
Arlington, Va. 22209

- Grading and Upgrading schools: A Guide for Parents and Educators ($3)
- Practical Problems with Implementing Choice Among Schools (No price available)

Order from:
The Sequoia Institute
1822 21st St.
Sacramento, Calif. 95814

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EDUCATION WEEK

American Education's Newspaper of Record / $2.00 | Volume VI, Number 39 / Extra Edition

© 1987 Editorial Projects in Education

Education Remains Central to Governors' Agenda

Better Schools Said Key in Global Economy

By Lynn Olson

TRAVERSE CITY, MICH.—The United States will not succeed in the international marketplace until its education system is put right.

That was the message hammered home at the governors' annual meeting here by everyone from Gov. Bill Clinton of Arkansas to Lee Iacocca.

"The idea that you can be a great power with a second-rate school system, particularly in the age we are about to enter, is quite evidently ludicrous," warned the author David Halberstam, whose book *The Reckoning* explores the triumph of the Japanese auto industry over its American counterpart.

By all appearances, the governors here concurred. Although focused this year on jobs, growth, and economic development, their discussions returned again and again to education as the foundation of American competitiveness in the world economy.

Rather than abandoning school reform for new political interests, the meeting suggested, the governors view it as a central component of their agenda for economic development.

Throughout the four-day meeting, they called on schools to do everything from raising foreign-language requirements to lowering the dropout rate in order to sustain America's competitive edge.

In one of three major reports released at the conference,

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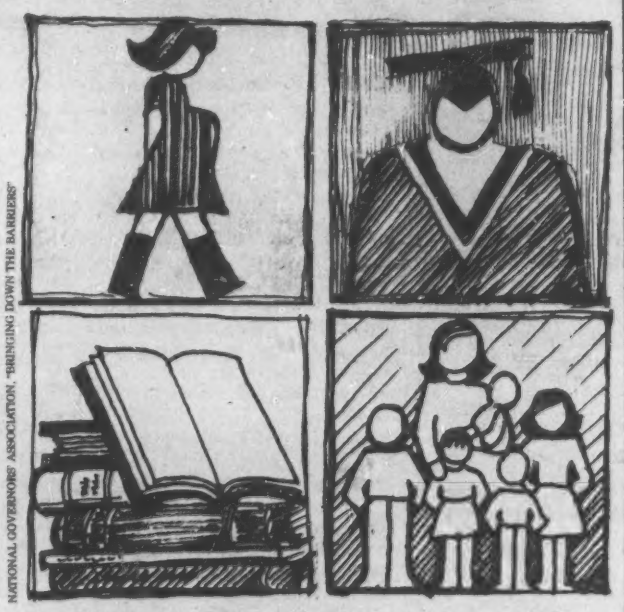

NATIONAL GOVERNORS' ASSOCIATION, "BRINGING DOWN THE BARRIERS"

Symbols are from new governors' report on ways to help four groups—teen parents, welfare recipients, dropouts, and adult illiterates—become more productive citizens.

Diffusion Network Backers Criticize Change in Rules

Censorship Charges Leveled Against 'Significance' Panel

By James Crawford

WASHINGTON—A Reagan Administration proposal to screen applicants for the National Diffusion Network on the basis of educational "appropriateness" has stirred strong opposition from teachers, school administrators, and members of the Congress.

This screening committee, one of several controversial changes in the network that the Education Department proposed on June 30, could lead to censorship and politicization of the network, critics say.

During its 13-year history, the network has disseminated information on exemplary instructional programs selected solely on the criterion of educational effectiveness.

The department proposes to create a "program significance panel" to conduct a second stage of review: whether a program "would be generally acceptable to education service providers and parents."

In a letter to Secretary of Education William J. Bennett, the bipartisan leadership of the House Education and Labor Committee warned of "the potential misuse" of such

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'A Win-Win Situation': School Classrooms in the Workplace

By Reagan Walker

Miami's new superintendent of schools knew he had a revolutionary idea.

For 10 of his 24 years with the Dade County Board of Education, Joseph A. Fernandez had watched the district build an increasingly beneficial relationship with the Miami business community.

Now, as head of the nation's fourth-largest district, he had conceived the ultimate business-school partnership—placing the school inside the business.

He floated the idea at a Greater Miami Chamber of Commerce meeting in June, hinting to business leaders that they might want to consider providing classroom space for their employees' children at the company site. The school district could provide the teachers and the furnishings, and the parents could provide the transportation.

"It's a win-win situation," Mr. Fernandez said. "It will help relieve our overcrowding, give companies an excellent benefit for their employees, and be convenient for the parent." He told business leaders to expect a letter in July that would outline the idea more fully.

The letters were never sent.

Businesses embraced the idea with such zeal that the superintendent's office received several proposals before Mr. Fernandez even had a chance to draft his letter. The first "satellite learning center" will open this fall at the six-story headquarters of the American Bankers Insurance Group.

Mr. Fernandez's long tenure with the school system made him well aware of the problems he was inheriting when he stepped into the superintendent's post on July 1.

Overcrowding is at the top of the list. With its rapidly expanding population, Miami has been plagued with a shortage of classroom space for more than a decade.

Continued on Page 28

Tuition-Prepayment Plans Pose Risks, Experts Contend

Economic Assumptions Are Too Optimistic, They Say

By Lynn Olson

DENVER—States and universities may be underestimating the financial risks involved in new programs to help families invest in higher education, some experts contend.

Those attending a conference here on college prepayment and savings plans said interest in such programs had been fueled by fears that, as one participant put it, "college costs can hit you like a tidal wave."

But they warned that the plans' backers may be using overly optimistic forecasts when calculating the rate of return on savings and other factors.

In the past year, six states—Florida, Indiana, Maine, Michigan, Tennessee, and Wyoming—have created programs that allow families to place money in state trust funds while their children are young, in return for guaranteed tuition when the children reach college age.

A set of bills in Illinois that would establish a tuition-prepayment plan and other incentives to save for college await the governor's signature.

Continued on Page 27

Also in the news

7 **N.E.A. Hails Nevada Action As 'Big Win' on Professionalization**
The state's lawmakers have voted to create an autonomous licensure board that the union says is "teacher dominated."

8 **Chicago School-Funding Process Said to Ignore Reform Law**
A public watchdog group has charged that city officials do not respond to community funding views, as state law demands.

20 **Number Two Education Post To Go to Dallas School Chief**
Linus Wright, an administrator who shares many of the Secretary of Education's views, is said to be his choice as undersecretary.

'Summit Meeting' of Leading English Teachers Calls for Reforms in Instruction at All Levels

BRUCE EBERSON, ARIZONA REPUBLIC

The anthropologist Shirley Brice Heath addresses English educators at Maryland "summit" conference.

By Robert Rothman

QUEENSTOWN, MD.—A three-week "summit meeting" of leading teachers of English has ended with a joint call for restructuring the way the subject is taught at all levels.

Teachers should place less emphasis on the content of instruction, and more on the way students read, write, and think, concluded some 60 representatives from eight major language-arts groups.

That recommendation appears to run counter to recent criticisms by educators, such as E. D. Hirsch Jr., who argue that schools have concentrated on developing skills at the expense of ensuring a broader "cultural literacy."

The July 6-24 conference in this remote

Continued on Page 29

IN SUMMARY

Scrutinizing Textbooks
Adding to a growing consensus, the California Board of Education and key national education groups are urging more attention to religious and democratic values in school textbooks. **Stories on Page 6.**

Tracking Desegregation
Schools in Illinois, Michigan, and New York have the highest levels of racial segregation, according to a new report that found "enormous variations" among states in levels of integration. **Story on Page 8.**

A Quiet Convention
In what one member called "a relatively bland" annual convention, the National Education Association adopted resolutions on student-health issues and voted to expand its grant-making arm. **Story on Page 10.**

Education and Poverty
Hard-core poverty in New York City is attributable, in large part, to the schools' failure to adequately educate a "shockingly large proportion" of their students, a mayoral panel has charged. **Story on Page 12.**

A Veto for Bilingual Education
Gov. George Deukmejian of California has vetoed an extension of the state's bilingual-education law—a move that allows districts to set their own guidelines for such instruction. **Story on Page 17.**

Recovering Federal Funds
In what lawyers agree is the first decision of its kind, a federal appellate court has restricted the power of the U.S. Education Department to recover misspent funds from school districts. **Story on Page 20.**

Education Budget Advances
The House Appropriations Committee has approved an Education Department budget of $20.6 billion for fiscal 1988, representing a $1.2-billion increase from current levels. **Story on Page 25.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $60.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VI, Issue 39 extra.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
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Syracuse, New York 13217

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PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $60.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 6987, Syracuse, New York 13217.

Back issues are available at $2.00 each (first class postage pre-paid). Single copies of issue 40 are $16.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

ACROSS THE NATION

From June 24, 1987, to August 4, 1987

NATIONAL

New PTA Head Seeks Diverse Membership

A New Jersey woman who pledged to recruit more minority, single, and working parents has been elected president of the National Congress of Parents and Teachers.

The new P.T.A. president, Manya Ungar, also urged at the group's annual convention in July that more attention be paid to the needs of urban and rural families.

Delegates to the meeting passed a resolution calling on their national staff to provide more information to schools on the effectiveness of school-based health clinics. The resolution also urged that school boards establish advisory panels on clinics with school, health, parent, and community representatives.

The P.T.A. members also took a stand against polygraph tests for minors, urged that the organization participate in informing the public about the dangers of passive smoking, and called on their leaders to promote public-service announcements in the media about the problems of teen-age pregnancy.

$150,000 'Nobel Prize' For Education Is Created

A retired Kentucky industrialist has created a multi-million-dollar fund to provide $150,000 annual awards in education and political science that he hopes will equal Nobel Prizes in prestige.

H. Charles Grawemeyer has given his alma mater, the University of Louisville, approximately $13 million to establish the fund.

The first prizes—the Grawemeyer Award for Education and the Grawemeyer Award for World Improvement—will be awarded next spring. Mr. Grawemeyer previously had established a Grawemeyer Award for Music Composition.

Individuals or nonprofit organizations are eligible for the awards, which are designed to honor innovative ideas or achievements in the past five years.

Award winners must go to the university to accept the prize and deliver a lecture about the winning proposal. The prizes will be awarded in five annual installments of $30,000.

Project Designed To Aid 'At Risk' Youths . . .

A national foundation has launched a $50-million program to combat the problems of dropouts, youth unemployment, and teen-age pregnancy.

The Annie E. Casey Foundation, begun 40 years ago by a founder of United Parcel Service, in June announced its plans to select five communities to receive multi-million-dollar grants over the next five years. To start the process, the foundation awarded $20,000 "planning grants" to 10 mid-sized cities.

The five winning communities, which will be chosen early next year, must demonstrate that they have developed plans that will encourage private groups, schools, and government agencies to work together to serve disadvantaged young people.

"We felt we needed to put enough money on the table to challenge the conventional ways of doing business," said Sidney Gardner, director of the foundation's "New Futures" program.

The cities receiving planning grants were: Bridgeport, Conn.; Dayton, Ohio; Fresno, Calif.; Greenville, S.C.; Lawrence, Mass.; Little Rock, Ark.; Pittsburgh; Reading, Pa.; Rochester; and Savannah, Ga.

. . . And National Groups Declare 'At Risk' Focus

Representatives from business, philanthropy, education, and human services are trying to coordinate their efforts to help "at risk" youths.

"What we're after is a broad-based common understanding of the problem," said Frank Newman, president of the Education Commission of the States, one of 28 associations represented at a meeting organized by E.C.S., the Council of Chief State School Officers, and the National Alliance of Business in Washington last month.

Frank Newman

Mr. Newman said the groups hope to make the needs of at-risk youths an issue in the forthcoming Presidential campaigns. They are also focusing on steps that can be taken at the state and local levels, where interest in the problem is greatest.

Others represented at the "Youth 2000" meeting ranged from the International Business Machines Corporation to the American Red Cross.

Career and Marriage Students' Top Goals

The nation's student leaders hope to have successful careers and marriages by the time they are 40, but "making a lot of money" is their least important goal.

Those were among the findings of a survey of more than 1,300 high-school students who participated in the annual meeting of the National Association of Student Councils in Amherst, N.Y., in June.

A majority of the students picked career success and a successful first marriage as their most important goals; making a contribution to society and being a better parent than their parents were less important. Making a lot of money was ranked least important, the survey found.

Most of the students said schools should provide courses in the prevention of acquired immune deficiency syndrome, and they picked George Bush, a Republican, and Michael S. Dukakis, a Democrat, as their favorites to square off in the 1988 Presidential campaign. More than half said they would be eligible to vote in the 1988 election.

In Brief

NASHVILLE . . . The National Conference of Mayors has called for an expanded federal effort to fight the spread of AIDS, saying that the job of educating students about the dangers of the disease is a heavy burden on urban school systems.

At the conference's annual meeting here in June, the mayors endorsed the National Academy of Science's proposal that $1 billion a year be spent on research to find a cure for AIDS and that another $1 billion be spent on education and public-health measures. The federal government should provide most of the money, the mayors said.

□

NEW YORK . . . A new national clearinghouse at Columbia University will gather and disseminate information about programs for "at risk" children.

The National Resource Center for Children in Poverty, established with grants totaling $1.2 million from the Ford Foundation and the Carnegie Corporation of New York, will also develop model social-service programs.

□

SAN ANTONIO . . . A small flag carried by Sharon Christa McAuliffe aboard the space shuttle Challenger and recovered from its wreckage has been presented to the National School Public Relations Association by the National Aeronautics and Space Administration.

The association had created the flag and given it to Ms. McAuliffe, the New Hampshire teacher who was killed, along with six fellow crew members, when the shuttle exploded in January 1986.

□

BOSTON . . . Beginning this fall, college students here will tutor illiterate children and adults in a privately financed project that Senator Edward M. Kennedy has touted as the beginning of a national "literacy corps."

Participating colleges will receive $25,000 grants to cover the administrative and faculty costs of elective tutoring courses, the Massachusetts Democrat announced at a news conference. Two colleges had already enlisted, he said, and three more were expected to sign up soon.

Mr. Kennedy added to the omnibus trade bill recently approved by the Senate a proposal that would provide $25 million to establish a similar national program. *(See Education Week, June 10, 1987.)*

Continued from Page 3

participating districts under guidelines developed by each school board. While both Minneapolis and St. Paul have joined numerous rural districts in signing up for the program, it has received a cool reception among suburban districts within commuting distance of the cities.

□

Richmond . . . The Virginia State Board of Education is expected to decide this month whether to mandate a uniform statewide passing grade.

In June, the board adopted a recommendation by S. John Davis, the superintendent of public instruction, that decisions about grading scales be left to local districts, but it deferred a decision on his recommendation against a statewide passing grade. Board members did approve the state chief's proposal for a standard transcript for high-school students across the state, which would use numerical, rather than letter, grades.

□

Tallahassee, Fla. . . . A precipitous decline in the number of blacks graduating from college could heighten Florida's shortage of minority teachers, according to a state advisory panel.

In a 43-page report on minority teachers, the Education Standards Commission estimates that by the year 2000 more than half of the state's K-12 population will be members of minority groups.

But of the 2,985 students who graduated with education degrees in 1984-85, only 331 were black, according to the report. And that proportion is down from previous years.

□

College Station, Tex. . . . A majority of Texas's public-school principals believe the state's "no pass, no play" rule encourages junior and senior high-school students to select less demanding courses, a survey by researchers at Texas A & M University indicates.

Other findings of the representative sampling:

- Slightly less than 90 percent of the principals supported instruction on acquired immune deficiency syndrome at all grade levels. But only 21 percent said their schools were actually offering such courses.
- About 62 percent said Texas's teacher-appraisal system provides adequate information to enable administrators to make decisions regarding teachers' progression in the state career-ladder program.

□

Salt Lake City . . . The Utah Board of Education has named a management consultant here to head a task force on the future direction of the state's public schools. Robert Bennett, president of the Franklin Institute Inc., a firm that conducts time-management seminars, was named chairman of the newly formed Strategic Planning Commission. The group, which is charged with looking at both the effectiveness and the efficiency of the public schools, is scheduled to issue its first report this fall.

□

Austin, Tex. . . . Alleging unfair labor practices, the professional staff of Texas's largest teachers' union has been on strike since early July. The 46 striking employees of the Texas State Teachers Association are protesting a three-year package of wage and health benefits offered by the union's management. Talks between the two sides are stalled, said Brad Ritter, a spokesman for the union.

□

Tallahassee, Fla. . . . Lawmakers have reneged on a promise to spend all proceeds from the Florida lottery on school improvements, a statewide teachers' union has charged.

Florida Education Association-United, an affiliate of the American Federation of Teachers, claims that as much as $75 million out of an estimated $145 million in lottery revenues was used to supplant—not supplement—state spending for schools.

But an official in the education department described the union's estimates as "very very high," noting that it is almost impossible to determine what programs lawmakers would have funded had there been no lottery revenues.

□

Philadelphia . . . Children in foster homes must be admitted to the school district in which their guardians live and may not be denied admission because their parents live elsewhere, a federal judge here has ruled.

U.S. District Judge J. William Ditter held unconstitutional an 80-year-old provision of the Pennsylvania School Code that permitted school districts to refuse admission to foster children.

□

Atlanta . . . Georgia's state board of education is studying whether to adopt guidelines for character education.

The board's instructional-services committee is examining what values should be taught and whether the lessons should be a separate course or included in regular classroom instruction. In June, the full board heard a presentation by officials of the American Institute for Character Education, a nonprofit group that has sold a values curriculum to several school districts and states, including Tennessee.

□

Hartford . . . Connecticut's department of education has reached an agreement with the Commonwealth of Puerto Rico to study ways to improve the education of the 35,000 Connecticut students of Puerto Rican origin.

Under the agreement, 22 educators from Connecticut and Puerto Rico will spend a week at each site to study the measurement of student progress, basic skills, second-language curriculum and instruction, school improvement, and staff development.

State officials say that some 5,000 Connecticut students return to the island each year, disrupting their schooling and making it difficult to track their educational progress.

□

Trenton . . . Half the freshmen who entered college in New Jersey last year lacked basic skills in mathematics, and a third lacked basic verbal skills, a report presented to the state's board of higher education has found.

The results were based on tests given to 44,453 students, including all those who entered public colleges and others who enrolled at 12 of the state's 26 private colleges. Similar results have been reported over the past nine years.

DISTRICTS

Judge Orders Strikers To Teach Longer Hours

A New Jersey appellate court has ordered 175 public-school teachers and workers who illegally walked off their jobs in Lyndhurst last March to spend extra time teaching instead of going to jail.

The order came in July after Superior Judge Paul R. Huot had handed out three-day jail sentences to teachers and two-day sentences to other school employees—including secretaries, aides, and janitors—for conducting the six-day strike in defiance of his back-to-work order.

In appealing the jail sentences before the higher court, a lawyer for the Lyndhurst Education Association, an affiliate of the National Education Association, argued that the sentences were excessive and urged the two-judge panel to consider some other penalty, such as community service.

Judges Lawrence Bilder and Neil F. Deighan of the Appellate Division of the Superior Court said in their ruling that they had been "persuaded" by the argument. The judges ordered three hours of extra instruction for the teachers and two hours of extra work for the other employees for every hour they are found to have been in defiance of Judge Huot's order.

In Brief

Los Angeles . . . By a 6-to-1 vote, the Los Angeles school board has approved a resolution asking the city council to adopt campaign laws for school-board races similar to those that have governed races for city offices since 1985.

Under the proposal, campaign contributions would be limited to $500, a ceiling that the sponsors argue would help dilute the influence of the United Teachers of Los Angeles, which represents the district's teachers.

A spokesman for Ernani Bernardi, the city councilman who sponsored the 1985 campaign-reform measure, said the council would not act until the city attorney determined whether the council could approve the proposal, or whether voters would have to adopt it in a referendum.

□

Philadelphia . . . Constance E. Clayton, superintendent of schools, is forming a student panel to advise her on school-bus safety issues in the wake of a June bus accident that injured 43 students and 3 adults, none critically.

The council will "provide insight, from the point of view of users, as to the level of transportation service and areas that need improvement," according to a district spokesman.

Investigators have determined that the bus, owned and operated by an independent contractor, had not been properly maintained and that its driver lacked proper credentials.

□

Broward County, Fla. . . . Voters here have approved a $317-million bond issue that will pay for a number of new educational facilities, including 19 schools and 56 libraries.

Educators and district officials say the issue, one of the largest in Florida's history, is vital to coping with a projected increase in student population. According to a district spokesman, officials estimate that total enrollment will grow from 131,000 this year to 155,000 in 1993.

Broward County, which encompasses the nation's ninth-largest school district, includes Fort Lauderdale and other fast-growing communities north of Miami.

□

Hagerstown, Md. . . . The Washington County school board has made five acres of land available for the development of Children's Village, an $800,000 miniature city where students will learn safety rules.

Elementary-school children from across the county will visit the scaled-down city for two days during the year to learn pedestrian, bicycle, motorist, and other safety procedures.

The project, which is being underwritten by businesses, is modeled after a program in Huntington, Pa., where law-enforcement officials estimate pedestrian accidents involving children have decreased 95 percent since the mini-city was built.

□

Fairfax County, Va. . . . The Fairfax County school board, which operates the nation's largest school-bus fleet, is preparing to drop its requirement that its buses have seat belts.

The move follows the March release of a National Transportation Safety Board study saying that lap belts do not improve safety and may, in some cases, detract from it. Although the district does not plan to remove the belts from buses that already have them, officials said, new buses will be ordered without them.

□

Baltimore . . . The parents of students in one inner-city middle school here will receive assistance to help keep their children in school under a three-year dropout-prevention program being piloted by the Columbia, Md.-based National Committee for Citizens in Education.

Under the program, supported by a $435,000 grant from the Prudential Foundation, the citizens' group will provide programs to encourage parents of students at Harlem Park Middle School to become more involved in their children's schooling.

To foster that involvement, the group will set up a neighborhood center, develop and distribute informational materials, and enlist parents to encourage others to participate.

□

Bloomfield Hills, Mich. . . . The school board here has unanimously approved a proposal that will require all high-school students, beginning with the class of 1991, to perform a minimum of 40 hours of community service before graduating.

The students in the affluent suburb of Detroit may choose between completing the volunteer work on their own or taking a half-credit course. In both cases, however, they will be required to document their activities and write a self-evaluation.

□

New York . . . Schools Chancellor Nathan Quinones has "set aside" the appointments of three principals who were hired last year by the Community District 6 school board, which was itself dismissed by the chancellor earlier this year. *(See Education Week, April 1, 1987.)*

"The selection process appeared to be tainted," a spokesman for the chancellor said, by an agreement among board members to select the principals on the basis of political, rather than educational, considerations. Mr. Quinones plans to replace the officials from the pool of original finalists for the jobs.

Ted Elsberg, president of the Council of Supervisors and Administrators, which represents the district's supervisory employees, said his group planned to file suit to block Mr. Quinones's action.

□

Oakland, Calif. . . . Huey Newton, the former Black Panther leader, has been accused of embezzlement and misappropriation of state education funds in connection with a school the organization once operated here.

Mr. Newton has been charged on 11 counts, and Mark Alexander, former chairman of the school's board of directors, on 6 counts, of misappropriation and embezzlement of funds that were to be used for the school. The counts involve about $60,000, officials said. If convicted, Mr. Newton could face up to 10 years in prison.

In March, Mr. Newton began serving a two-year prison term on gun-possession charges.

Volume of Educational Cases And Litigation Rates In State Appellate and Federal Courts

10-Year Interval	Estimated Volume Of Educational Cases			Average Annual Rate Of Educational Litigation Per Million Population		
	State Appellate	Federal	Total	State Appellate	Federal	Total
Before 1836	112	0	112	.83	.00	.83
1837-46	167	0	167	1.03	.00	1.03
1847-56	283	1	284	1.07	.01	1.07
1857-66	365	2	367	1.13	.01	1.14
1867-76	518	3	521	1.25	.01	1.26
1877-86	787	12	799	1.51	.02	1.53
1887-96	1,020	16	1,036	1.58	.02	1.61
1897-1906	2,481	15	2,496	3.18	.02	3.20
1907-16	1,983	22	1,905	2.01	.02	2.03
1917-26	3,299	44	3,343	3.01	.04	3.05
1927-36	4,822	67	4,889	3.93	.05	3.98
1937-46	4,743	89	4,832	3.83	.07	3.90
1947-56	4,526	112	4,638	2.89	.07	2.96
1957-66	4,801	729	5,330	2.50	.40	2.89
1967-76	7,017	3,486	10,503	3.37	1.94	5.04
1977-81	8,886	2,605	11,491	3.85	1.13	4.96

SOURCE: Law and the Shaping of Public Education: 1785-1954, University of Wisconsin Press.

Since 1957, the number of educational cases litigated in state appellate and federal courts has doubled, a new study reports. The study was conducted by David Tyack of Stanford University, Thomas James of Wesleyan University, and Aaron Benavot of the University of Georgia.